

1920-21 and 1921-22

ANNUAL REPORTS FOR 1921 & 1922 - AND RULES - FOR - LAND SUBDIVISION



CITY-PLAN
COMMISSION
SAINT LOUIS

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ANNUAL REPORT
OF THE
CITY PLAN COMMISSION
SAINT LOUIS

YEAR ENDING, APRIL 11, 1921

St. Louis, May 17, 1921.

To the Honorable Board of Public Service,
St. Louis.

Gentlemen:

The City Plan Commission has the honor to submit herewith
its annual report for the fiscal year ending April 11, 1921.

Very truly yours,

E. J. RUSSELL, ✓
Chairman.

A. S. LANGSDORF, ✓
Vice-Chairman.

NELSON CUNLIFF, ✓

W. H. FUCHS, ✓

WM. WEDEMEYER, ✓

CHAS. E. GOLTERMANN, ✓

J. A. OCKERSON, ✓

Members of City Plan Commission, appointed
by the Board of Public Service.

LOUIS P. ALOE, ✓
President Board of Aldermen.

C. M. TALBERT, ✓
Director Streets and Sewers.

FRED W. PAPE, ✓
Commissioner Parks and
Recreation.

E. R. KINSEY, ✓
President Board of Public
Service.

J. N. McKELVEY, ✓
Director Public Safety.

Members Ex-Officio.

HARLAND BARTHOLOMEW, Engineer.

F. E. LAWRENCE, JR., Secretary.

ZONING and the carrying out of the Major Street Plan have occupied a most prominent place in the work of the City Plan Commission for the period covered by this report. In addition, studies have been completed on the housing situation and on the transit system, and reports issued on both subjects. Studies are being made at the present time in connection with the transportation problem of the St. Louis district and with respect to the City's appearance, on which reports will be published during the latter part of the ensuing year.

The City Plan Commission, at the request of the Board of Estimate and Apportionment, made a subdivision of the property in the 200-foot strip surrounding Tower Grove Park, and recommended a site for the location of the new Morgue building provided for by the Bond Issue of May 11, 1920.

The following legislative acts were submitted and passed at the last session of the Missouri Legislature:

1. Control of land subdivision in cities of over 500,000 population.
2. Establishment of procedure for fixing building lines on streets.
3. Authorizing enactment of zoning ordinances for cities and towns of less than 50,000 population.

Passage of these laws will facilitate city planning work in St. Louis and its neighboring suburban communities.

Acts submitted, which failed of passage at the recent session of the Missouri Legislature, were as follows:

1. Establishment of county plan commissions.
2. Establishment of city plan commissions in small cities and towns.
3. Constitutional amendment on excess condemnation.
4. Authority for large cities to acquire by condemnation property outside of the city limits.

The failure of the Legislature to enact these laws will handicap to some extent the most effective city planning work in St. Louis and other cities within the state. It is to be hoped, however, that provision for some of these much needed powers may be made, either at the next session of the Legislature or in a new State constitution.

During the year the number of meetings held by the City Plan Commission and by the several committees were as follows: Fourteen (14) meetings of the City Plan Commission; fifteen (15) meetings of the Zoning Committee; eleven (11) meetings of the Streets, Parks and Transit Committee; one (1) meeting of the Housing Committee; one (1) meeting of the Industrial Development Committee.

This department has assisted in the location of public, semi-public, industrial and commercial buildings, by suggesting possible sites which it was thought would be helpful to prospective builders in the selection of locations for proposed structures.

The City Plan Commission, in submitting this report, wishes to record with pleasure its appreciation of the co-operation and assistance rendered by the various city departments and city officials in the furtherance of city planning work.

CHANGES IN COMMISSION'S ORGANIZATION.

Several changes have taken place during the year in the membership of the Commission and in the personnel of the office staff. Commissioner E. D. Smith resigned on August 1, 1920. To date this vacancy has not been filled. On January 1, 1921, Mr. Edward E. Christopher, architect in the office of the Commission, resigned, and Mr. Henry Wright was appointed to fill this position. Mr. Wm. C. Bernard was appointed March 2, 1921, to undertake a study of assessments and assessment districts, in order to advise with the special commissioners appointed in connection with the many street openings and widenings projected as a result of the adoption of the Major Street Plan.

THE MAJOR STREET PLAN.

Many important projects as incorporated in the Major Street Plan have been officially approved and proceedings initiated through the passage of ordinances. During the year the widening of Washington avenue, between Theresa avenue and Jefferson avenue, was completed and the thoroughfare opened to public use. Kingshighway was also completed from Easton avenue to Penrose Park, a distance of 6,767 feet, at a cost of \$163,893.95. The width of this roadway is 150 feet, with a 50-foot parkway in the center and 27-foot streets on each side. Following is a list of projects recommended by the Board of Public Service and passed by the Board of Aldermen:

Opening and widening of Kingshighway Northwest to 100 and 130 feet from Penrose Park to Broadway, a distance of 23,057 feet, at an estimated cost of.....	\$120,624.00
Widening of Morgan street from 60 to 80 feet between Jefferson avenue and Grand avenue, a distance of 5,241 feet, at an estimated cost of.....	\$168,398.00
Opening and widening of Morgan street from 50 to 80 feet between High street and Third street, a distance of 3,111 feet, at an estimated cost of.....	\$751,504.00
Widening of Franklin avenue from 50 to 80 feet between Ninth and Third streets, a distance of 1,821 feet, at an estimated cost of	\$527,306.00
Widening of Easton avenue from 60 to 80 feet between Franklin and Cass avenues, a distance of 6,083 feet, at an estimated cost of	\$380,344.00
Opening and widening of Hampton-Billon route from 60 to 80 feet between Oakland and Gravois avenues, a distance of 23,440 feet, at an estimated cost of.....	\$98,704.00
Widening of Vandeventer avenue from 60 to 80 feet between Chouteau and Hunt avenues, a distance of 2,202 feet, at an estimated cost of.....	\$57,710.00

Establishing a cut-off at the intersection of Vandeventer and Easton avenues at an estimated cost of.....\$9,380.00

Establishing a cut-off at the intersection of Newstead and Easton avenues at an estimated cost of.....\$26,860.00

Projects approved by the City Plan Commission and recommended to the Board of Public Service for adoption were as follows:

Widening of Florissant avenue from 60 to 80 feet between Palm street and Warne avenue, a distance of 6,763 feet, at an estimated cost of\$285,358.00

Widening of Market street and Walnut street from 60 to 100 feet between Third street and Vandeventer avenue, a distance of 16,512 feet, at an estimated cost of.....\$8,048,182.00

Opening and widening of St. Louis avenue to 80 feet, between Grand avenue and the City Limits, a distance of 16,165 feet, at an estimated cost of\$319,112.00

Extension of Dodier street from Prairie avenue to Spring avenue, a distance of 600 feet, at an estimated cost of.....\$15,368.00

Repeal of the ordinance vacating Palm street between Prairie avenue and Vandeventer avenue, a distance of 700 feet.

Extension of Kingshighway Northwest from Broadway to St. Cyr street, a distance of 3,500 feet.

The Major Street Plan prepared by the City Plan Commission in 1916, and since closely adhered to in all street dedication and improvement work, comprises approximately one-fourth of the city's 940 miles of streets. Of the approximate 235 miles of streets included in the Major Street Plan, it was estimated that 69 miles were of inadequate width and that approximately 17 miles were yet to be dedicated. The present state of progress in completion of this ultimate plan is as follows:

Widenings under construction or completed 5.18 miles

Widenings under ordinance17.31 miles

Widenings remaining to be approved and undertaken.....46.51 miles

Extensions under construction or completed..... .41 miles

Extensions under ordinance 5.81 miles

Extensions remaining to be approved and undertaken.....10.78 miles

ZONING.

In order to clear up certain ambiguous points in connection with the establishment of garages in residential and commercial districts, the City Plan Commission caused to be introduced in the Board of Aldermen a proposed amendment to Sections 6 and 7 governing the issuance of permits, and specifying quite definitely the districts in which consents must be secured.

The number of applications for changes in the Zoning Ordinance has been about the same as in previous years, though it was noted that the frequency of such requests became less during the latter part of the period.

By reason of its familiarity with the Zoning Ordinance and its knowledge of the various improvements that have been proposed in

connection with the city plan, the office has been instrumental in selecting a number of sites for public and semi-public buildings, and numerous applications for change in the Zoning Ordinance have been made unnecessary by directing the applicants for such changes to locations better adapted to their needs, and more in keeping with the general development of the city. It is a pleasure to record the fact that there is a constantly increasing tendency on the part of citizens in general to conform to the city plan so far as it has been adopted, and to consult the office in advance of construction to prevent infractions of the general plan of development.

The following table shows the number of applications for changes in the Zoning Ordinance and the action taken thereon by the several official bodies:

CHANGES IN ZONE ORDINANCE.

Applications Received	Recommended by City Plan Commission	Denied by City Plan Commission	Petitions successfully circulated and ordinances recommended to and passed by Board of Aldermen
From April 1, 1920, to April 11, 1921.			
Use Districts			
25	16	9	10
Height Districts			
0	2*	0	2*
Area Districts			
0	6*	0	6*

*Incidental to Use Changes.

Adhering to the policy of amending the Zoning Ordinance only after the circulation of petitions among interested property owners, the City Plan Commission did not of its own volition introduce any measures affecting the Zoning Ordinance.

FINANCIAL STATEMENT.

END OF FISCAL YEAR APRIL 11, 1921.

Account	Appropriation	Amount Expended	Balance
5A1A Salaries—Regular	\$12,600.00	\$12,452.83	\$147.17
5A1J Salaries—Special	3,500.00	2,863.64	636.36
5A2A Record Books and Forms.....	250.00	147.25	102.75
5A2C Other Stationery.....	150.00	106.29	43.71
5A2B Printed Formal Reports.....	2,700.00	2,118.05	581.95
5A2J Postage	300.00	265.00	35.00
5A2K Other Office Expenses.....	300.00	286.83	13.17
5A3A Car Fare	20.00	7.00	13.00
5A7R Surveying and Drafting Supplies.....	200.00	200.00
5A16B Office Furniture and Fixtures.....	180.00	24.29	155.71
Total	\$20,200.00	\$18,471.18	\$1,728.82

Deposited with City Treasurer for sale of City Maps and Zone Ordinances	\$86.04
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ANNUAL REPORT
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SAINT LOUIS

YEAR ENDING, APRIL 10, 1922

May 17, 1922.

To the Honorable Board of Public Service,
St. Louis.

Gentlemen:

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its annual report for the fiscal year ending April 10, 1922.

Very truly yours,

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Chairman.

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Vice-Chairman.

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CHAS. J. EISENRING,

W. H. FUCHS,

CHAS. E. GOLTERMANN,

J. A. OCKERSON,

C. M. TALBERT,

WM. WEDEMEYER.

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LOUIS P. ALOE,
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CLINTON H. FISK,
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JAS. N. McKELVEY,
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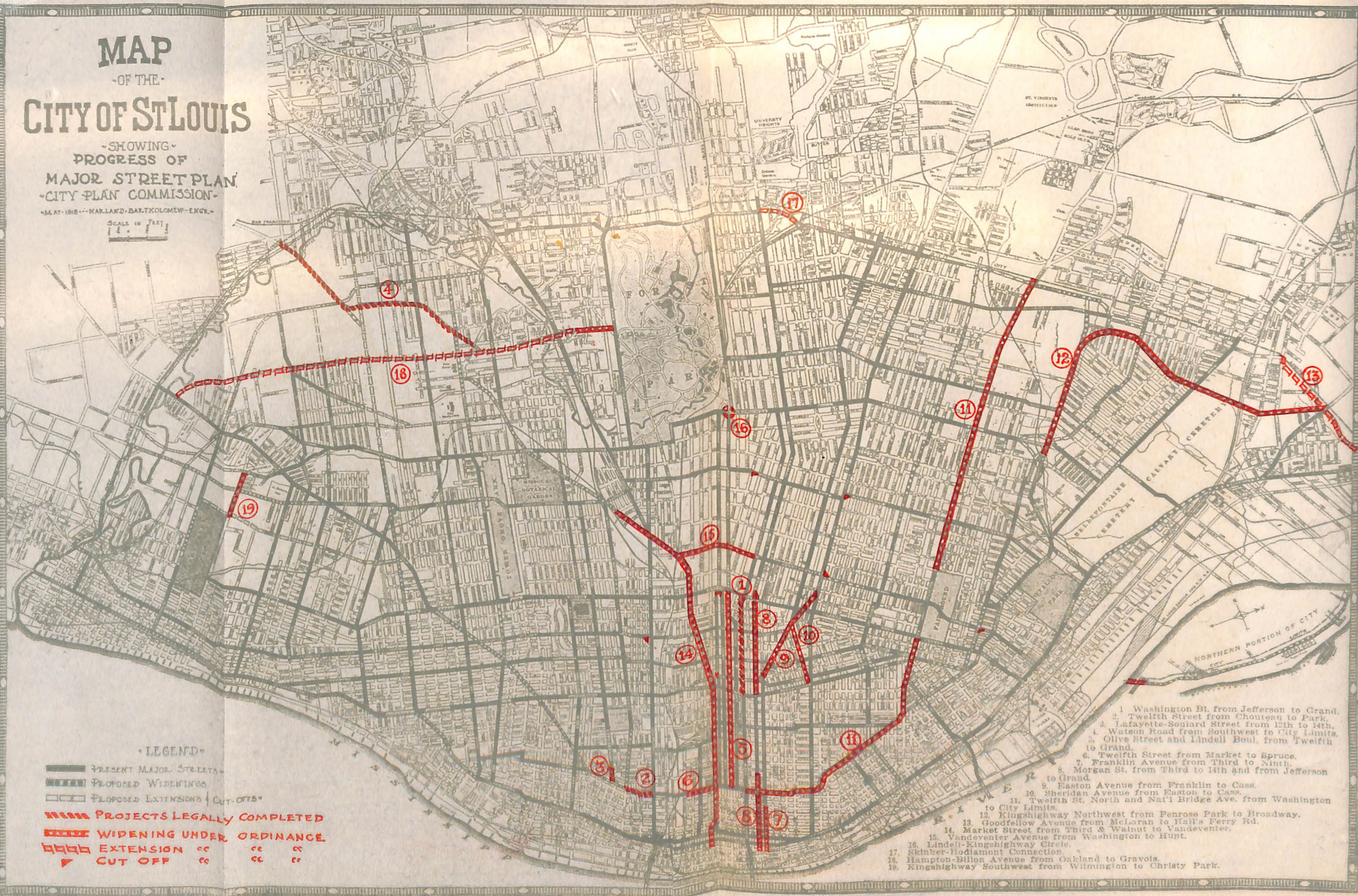
HARLAND BARTHOLOMEW, Engineer.

F. E. LAWRENCE, JR., Secretary.

MAP OF THE CITY OF ST. LOUIS

SHOWING
PROGRESS OF
MAJOR STREET PLAN
CITY PLAN COMMISSION
MAY 1915 HARLAND-BARTHOLOMEW-ENGRS.

SCALE 1/4" = 100 FEET



LEGEND

- PRESENT MAJOR STREETS
- PROPOSED WIDENINGS
- PROPOSED EXTENSIONS & CUT-OFFS
- PROJECTS LEGALLY COMPLETED
- WIDENING UNDER ORDINANCE
- EXTENSION " " "
- CUT OFF " " "

1. Washington Bl. from Jefferson to Grand.
2. Twelfth Street from Chouteau to Park.
3. Lafayette-Souard Street from 12th to 14th.
4. Watson Road from Southwest to City Limits.
5. Olive Street and Lindell Boul. from Twelfth to Grand.
6. Twelfth Street from Market to Spruce.
7. Franklin Avenue from Third to Ninth.
8. Morgan St. from Third to 14th and from Jefferson to Grand.
9. Easton Avenue from Franklin to Cass.
10. Sheridan Avenue from Easton to Cass.
11. Twelfth St. North and Nat'l Bridge Ave. from Washington to City Limits.
12. Kingshighway Northwest from Penrose Park to Broadway.
13. Goodfellow Avenue from McLaren to Hall's Ferry Rd.
14. Market Street from Third & Walnut to Vandeventer.
15. Vandeventer Avenue from Washington to Hunt.
16. Lindell-Kingshighway Circle.
17. Skinker-Hodiamont Connection.
18. Hampton-Billon Avenue from Oakland to Gravois.
19. Kingshighway Southwest from Wilkinson to Christy Park.

OWING to renewed activity in building operations and in public improvements, the past year has been the most active in the history of the City Plan Commission. The wide range of activities may well be ascertained from the review of the work of this office which follows:

Two special and eleven regular meetings of the full commission were held during the year. Eleven meetings were held by the Zoning Committee and twelve meetings were held by the Streets, Parks and Transit Committee. In order to standardize the practices of the Commission, regular monthly meetings of the two major committees on Zoning and on Streets, Parks and Transit are held during the third week of each month for action upon all matters coming within the jurisdiction of those committees, and all committee recommendations are then sent in writing to each member of the Commission at least five days in advance of the regular monthly meeting held on the first Tuesday of each month.

There has been continued interest in the work of the Commission, instanced by numerous requests for information, which the office has supplied to individual citizens, to organizations, to schools and to other city departments. The Chairman, Engineer and members of the Commission have addressed numerous organizations. Inquiries have been received and answered from many other American cities, as well as from Europe, Asia, South America, Australia and Canada.

The Commission has attempted to work in harmony with other city departments, and hereby takes pleasure in expressing its appreciation of the co-operation of various departments, which is making possible the accomplishment of the city plan.

MAJOR STREET PLAN.

Substantial progress has been made during the past year upon the gradual execution of the Major Street Plan, prepared by this Commission in 1916. An accompanying plan shows the status of the Major Street Plan on April 10, 1922. The most important action of the year in the furtherance of this plan was the passage of the ordinance for the widening of Market street by the Board of Aldermen. This project provides for the widening of Walnut street from 60 to 100 feet between Third and Sixth streets by taking 40 feet on the north side of the street, a diagonal cut-off into Market street between Sixth and Seventh streets, and the widening of Market street from 60 to 100 feet by taking 40 feet from the property on the south side between Seventh street and Vandeventer avenue, excepting for the distance between Eighteenth and Twentieth streets, where all of the property in the two blocks bounded by Eighteenth, Twentieth, Chestnut and Market streets will be taken, and on the north side of the street between Jefferson avenue and Compton avenue. This is the most costly as well as the most significant project in the Major Street

Plan. Its estimated cost is \$8,048,182.00. It provides for the conversion of a 60-foot street to a 100-foot thoroughfare for a distance of 16,512 feet.

Action on the various projects involving the Major Street Plan was taken during the year as follows:

Projects still under consideration by the City Plan Commission:

Widening of Chippewa street from 60 to 80 feet between Broadway and Grand avenue, a distance of 5,195 feet, at an estimated cost of\$254,400.00
Opening of River des Peres Driveway with varying width from 120 to 220 feet from Christy Park to Gravois avenue and Alabama avenue, a distance of 15,250 feet, at an estimated cost of.....\$92,888.00
Creation of plaza at entrance to McKinley Bridge with recreational center and cut-offs into Salisbury and Farrar streets at an estimated cost of.....\$173,330.00

Projects before the Board of Public Service:

Cut-off to correct irregular street intersection at Twentieth and O'Fallon streets at an estimated cost of.....\$34,546.00
Cut-off to correct irregular street intersection at Eighteenth street and Washington avenue at an estimated cost of.....\$105,000.00
Extension of Lillian avenue, 80 feet in width, from Ruskin avenue into Bircher street, a distance of 960 feet, at an estimated cost of\$11,188.00
Widening of Newstead avenue from 60 to 80 feet between Easton avenue and Florissant avenue, a distance of 10,759 feet, at an estimated cost of.....\$265,000.00
Extension and widening of Kingshighway Northwest (Riverview Drive) from 60 to 100 and 130 feet between Broadway and St. Cyr street, a distance of 4,780 feet, at an estimated cost of.....\$13,658.00
Widening of St. Louis avenue from 60 to 80 feet between Grand avenue and the City Limits, a distance of 14,775 feet, at an estimated cost of.....\$317,100.00
Connection of Watson road with Hampton-Billon route, 80 feet in width, a distance of 350 feet, at an estimated cost of.....\$2,160.00
Establishment of park at Delmar avenue and Wabash Railroad, with an area of 28 acres, at an estimated cost of.....\$334,560.00
Widening of Seventh street from 60 to 80 feet between Market and Spruce streets, a distance of 1,215 feet, at an estimated cost of\$229,626.00
Cut-off to correct irregular street intersection at Compton and Michigan avenues at an estimated cost of.....\$25,844.00
Cut-off to correct irregular street intersection at Compton avenue and Morgan street at an estimated cost of.....\$28,280.00
Extension of Virginia avenue, 60 feet wide, from Bates street to Eiler street, a distance of 550 feet, at an estimated cost of.....\$10,760.00
Cut-off to correct irregular street intersection at Eighteenth street and Chouteau avenue at an estimated cost of.....\$56,214.00
Widening of Chippewa street from 60 to 80 feet between Grand avenue and Kingshighway, a distance of 8,368 feet, at an estimated cost of.....\$75,722.00
Extension of Chippewa street, 80 feet in width, from Kingshighway to City Limits, a distance of 13,100 feet, at an estimated cost of\$30,378.00

Plan for tree planting on Kingshighway from Easton avenue to Florissant avenue.

Projects placed under ordinance:

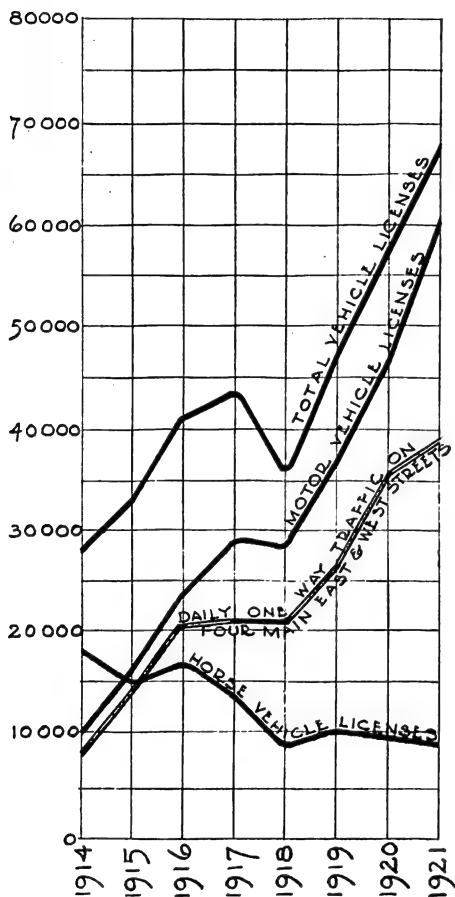
Extension of Dodier street, 60 feet in width, from Spring avenue to Prairie avenue, a distance of 600 feet, at an estimated cost of	\$15,368.00
Lindell-Kingshighway Circle Entrance to Forest Park, 340 feet in diameter, at an estimated cost of	\$72,132.00
Extension of Clifton Park from Simpson avenue to Columbia avenue at an estimated cost of	\$9,612.00
Widening of Market and Walnut streets from 60 to 100 feet between Third street and Vandeventer avenue, a distance of 16,512 feet, at an estimated cost of	\$8,048,182.00
Widening of Sheridan avenue from 60 to 70 feet between Easton avenue and Cass avenue, a distance of 3,476 feet, at an estimated cost of	\$89,106.00


LEGAL AND FINANCIAL PROCEDURE ON STREET OPENINGS AND WIDENINGS.

With the approval of the Board of Estimate and Apportionment, the services of a full-time special investigator were secured to work with the Commissions appointed by the Circuit Court to estimate damages and assess benefits on all street opening and widening projects. From March 1, 1921, Mr. Wm. C. Bernard, civil engineer, has devoted his full time and attention to a study of the work of these Commissions, and material assistance has been rendered with respect to methods of procedure, standardization of practices, determination of benefit areas, etc. The extremely complicated and unusually protracted procedure in St. Louis as contrasted with that of other cities has caused the City Plan Commission considerable concern.

A special report was prepared, but not published owing to the lack of funds. This report disclosed that the outstanding defects of present procedure were (1) unfortunate tying up of private property for a period of several years on streets to be widened (seven years in the case of Washington Avenue); (2) congestion in condemnation department of the City Counselor's office, resulting in delay in appointment of commissions by the Circuit Court; (3) delay in preparation of Commission reports (six months to three years); and (4) numerous appeals from findings of the Commissions.

As a result of these findings the City Plan Commission recommended that additional assistance be given the condemnation department of the City Counselor's office, and has volunteered such service as this office might render in the expediting of the work of special Commissions appointed by the Circuit Court. Further expedition of this important work is necessary, and is receiving the constant attention of this Commission.



1914  HORSE - 17 905
MOTOR 9 867


1915  HORSE 15 839
MOTOR 15 887


1916  HORSE 17 156
MOTOR 24 347

1917  HORSE 14 381
MOTOR 29 382

1918  HORSE 8 861
MOTOR 28 513

1919  HORSE 10 290
MOTOR 37 421

1920  HORSE 9 548
MOTOR 48 465

1921  HORSE 8 643
MOTOR 60 473

GROWTH IN NUMBER OF VEHICLE LICENSES
ISSUED IN ST. LOUIS
1914-1921 INCLUSIVE

CITY'S SHARE OF COST OF STREET OPENINGS AND WIDENINGS.

The total estimated cost of the various street openings and widenings now provided for by ordinance is approximately \$17,000,000, of which the city's estimated share is approximately \$8,000,000. Owing to the numerous objections that are being filed to the findings of the special Commissions appointed by the Court by individual property holders, considerable further delay may be expected in the actual completion of many projects unless funds are available with which to pay into court full damage awards in litigated cases so that the actual physical completion of the projects may be undertaken without waiting for the ultimate findings of the courts. With funds available for this purpose, it is believed that a considerable proportion of the objections now filed with the hope of securing excessive awards will be discouraged.

It will be necessary for the City to provide the funds for its share of the street widening program by bond issue rather than out of current revenues. Recommendation has, therefore, been made to the committee considering a public bond issue that \$12,000,000 be included for street opening purposes, of which \$8,000,000 would be for the City's share of the cost of the street widening program and the remaining \$4,000,000 to become a revolving fund with which to expedite and immediately complete projects wherein litigation arises concerning damage awards or benefit assessments.

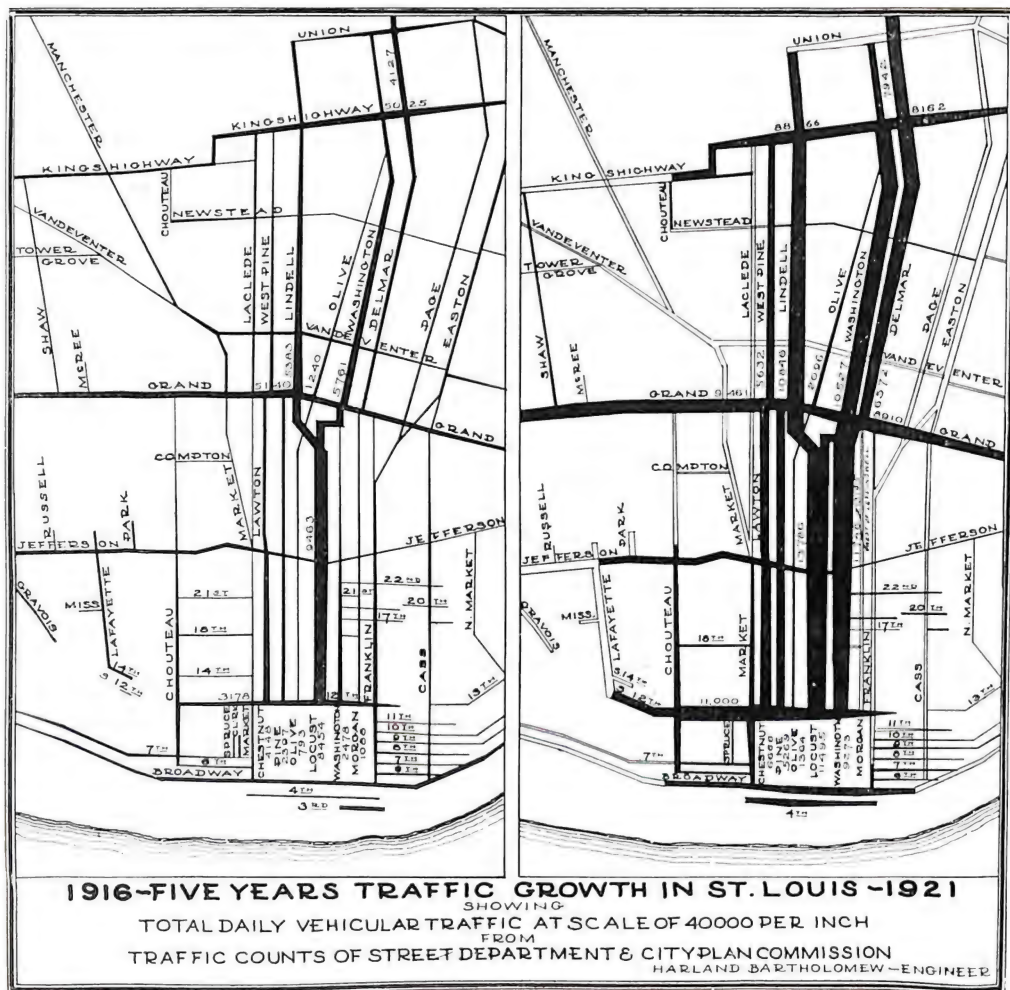
STREET TRAFFIC.

In 1916 this Commission made a count of vehicular traffic at some 256 points on 84 thoroughfares. Each year since that time the Director of Streets and Sewers has made similar counts on all the heavy traffic streets. The growth in the number of vehicle licenses issued, as well as the growth in actual traffic movement upon the streets of the city, is beyond any estimates that have been made. The increase in vehicles is graphically illustrated by the accompanying diagrams, as well as by the following table:

VEHICLE LICENSES IN ST. LOUIS.

Year	Horse Drawn	Motor	Total
1915.....	15,839	15,883	31,722
1916.....	17,156	24,347	41,503
1918.....	8,861	28,513	37,374
1919.....	10,290	37,421	47,711
1921.....	9,812	59,207	69,014

In 1915 Locust street carried practically all of the east and west traffic with the exception of that which used Lawton avenue as an



approach to South Grand avenue. This condition persisted during 1916-1917 in spite of the fact that Pine street was well paved and fully as accessible for traffic as at the present time. The increase in traffic on Locust street has been from 1,200 vehicles per maximum hour in 1915 to 1,687 in 1921. It reached 1,790 per hour before the opening of Washington avenue. However, in the meantime, the combined maximum hourly traffic on Pine street and Washington avenue has grown from 480 in 1915 to 2,354 in 1921.

EAST AND WEST TRAFFIC AT MAXIMUM HOUR FOR EAST AND WEST ARTERIES.

Year	Locust	Pine and Washington	Total
1915.....	1,200	480	1,680
1919.....	1,790	933	2,723
1921.....	1,687	2,354	4,041

It seems reasonable to deduce from the above that Locust street, in 1919, was carrying approximately its maximum capacity. In order to have some basis for comparison, let us assume that Locust street at its present width of 42 feet roadway will carry a final maximum of 2,000 vehicles during the rush hour. On this basis the four east and west arteries now open for traffic at their present curb widths, namely, Washington, Locust, Pine and Lawton, might be expected to carry a total of 6,200 vehicles per maximum hour, providing the crossings at Grand avenue can be so handled as to permit the full use of these four arteries. Taking such a maximum, we find that in 1915, 1,900 vehicles on the four arteries were using 30 per cent of their total capacity. The widening of Washington avenue has increased the capacity to 7,500 vehicles, and in 1921, 4,800 vehicles per maximum hour were using 64 per cent of the final capacity of these four arteries, setting aside any consideration of the Grand avenue crossings. Consequently, should our traffic gain in the next few years in proportion to its growth in the last six years, we would reach the total carrying capacity of these streets within four years, or by the time any of the more important major street openings in this district can be accomplished.

AMOUNT OF TRAFFIC IN PROPORTION TO CARRYING CAPACITY OF EAST AND WEST ARTERIES.

Year		East of Grand	West of Grand
1915.....	{ Capacity.....	6,200	8,000
	{ Use.....	1,900	1,500
1916.....	{ Capacity.....	6,200	8,000
	{ Use.....	2,800	2,300
1921.....	{ Capacity.....	7,500	8,000
	{ Use.....	4,800	4,000

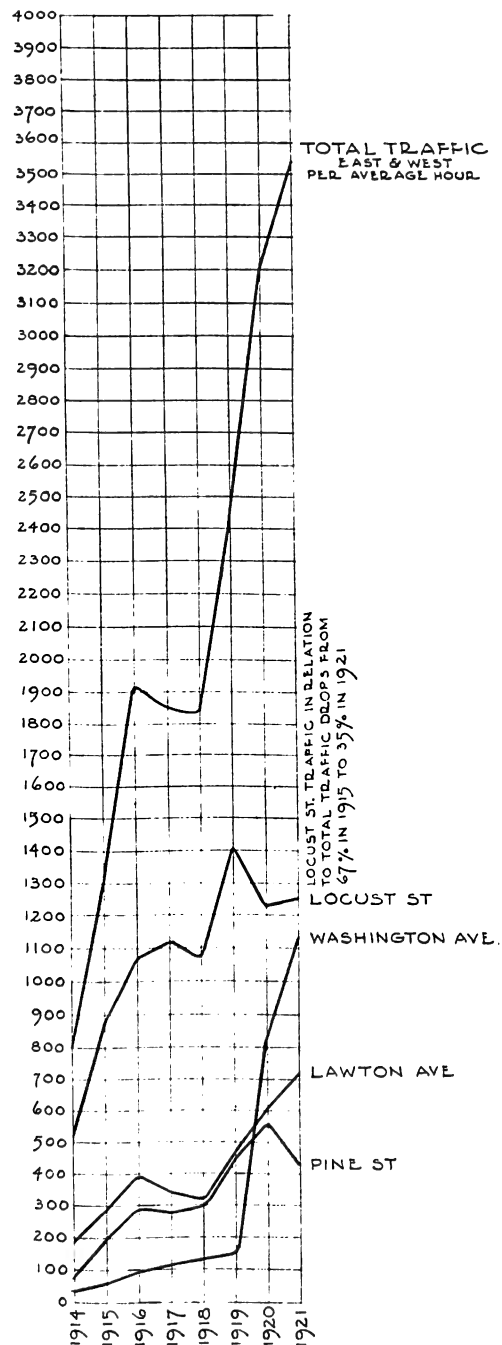


DIAGRAM OF TRAFFIC
 FOR AVERAGE HOUR
 ON FOUR PRINCIPAL EAST & WEST STREETS
 WEST OF JEFFERSON

It will be interesting to note that during this very large increase in traffic, which, however, is in very direct proportion to the increase in number of vehicles, Grand avenue traffic, both north of Washington avenue and south of Lawton avenue, increased from about 500 in 1915 to a maximum of 1,100 in 1919, but in the two years since 1919 the traffic on Grand avenue has fallen off to about 1,000 vehicles per maximum hour. This indicates two very important conditions: In the first place Grand avenue, which is the only through artery of any consequence for the entire central section of the city, has not been able to increase in anything like its proper ratio to the general traffic increase, due without question to an effort to move traffic promptly east and west; in the second place it shows a very great infiltration of traffic through various short parallel arteries, such as Channing and Theresa avenues, in which traffic formerly turning from the main east and west arteries on to Grand avenue, now gets around by way of Laclede avenue to the south and Morgan street to the north. The amount of this movement cannot be arrived at on the basis of our present traffic counts which are practically limited to the principal points of intersection and record only the traffic entering and leaving the intersection without note of its origin. A considerable expansion of traffic counts would seem to be desirable for the purpose of a more intelligent study of the important traffic changes which are continually taking place.

Careful consideration should be given to the fact that while east and west traffic capacity will be largely increased at such time as Olive street and Morgan street have been widened and improved ready for use, and might seem approximately to keep pace with the probable traffic growth during that period, the traffic capacity of Grand avenue must remain stationary at what is evidently a very low percentage of the actual needs at this time, and will represent serious inconvenience before many years.

LAND SUBDIVISION.

During the year the office has reviewed and approved plats for 29 new subdivisions, involving 79,000 feet of new property, chiefly residential in character and affording eventual sites for 2,000 homes.

This new subdivision activity has occurred largely in the southwest portion of the city in the vicinity of Gravois avenue and Kings-highway, as contrasted with that of last year in the northwest section of the city. In June, 1921, the Act providing for approval of all land subdivisions (Laws of Missouri, 1921) became effective. In order that there might be uniformity in the application of this law, a set of land subdivision rules were prepared, submitted to the Board of Public Service, and subsequently approved by that body. These rules are shown in the Appendix of this report.

ZONING.

During the year 29 applications were received for changes in the zoning ordinance; of these 12 were denied, circulation of petitions was recommended for 16, and one application is still pending. In eight cases petitions were successfully circulated and ordinances providing for the changes were recommended to and were passed by the Board of Aldermen. The eight changes in the Use Maps provided for by ordinance may be described as follows:

1 from commercial to first residence.....	63,875	sq. feet
1 from second residence to first residence.....	524,366	" "
2 from commercial to second residence.....	358,300	" "
2 from second residence to commercial	207,875	" "
1 from second residence to industrial	102,242	" "
1 from commercial to industrial.....	62,260	" "
1 from second residence to unrestricted.....	172,050	" "
1 from commercial to unrestricted	101,250	" "
1 from industrial to unrestricted.....	35,052	" "

NOTE—Above 11 changes are in 8 ordinances.

There were four changes in the area districts and one change in the height district, all of which were incidental to changes in the use districts. The following table gives information regarding the zoning ordinance:

CHANGES IN ZONING ORDINANCE.

Applications received.	Circulation of petitions recommended by City Plan Commission.	Denied by City Plan Commission.	Petitions successfully circulated and ordinances recommended to and passed by Board of Aldermen.
From April 12, 1921, to April 11, 1922.			
Use Districts			
29†	16	12	8
Heights Districts			
1	0	1	1*
Area Districts			
0	0	0	4*
Textual			
0	0	0	1‡

† Action on one application pending.

* These changes incidental to use changes.

‡ Amendment on public garage location.

The ordinance did not provide for a satisfactory interpretation with respect to the location of public garages, and hence a new section, providing for the location of garages, was prepared and passed by the Board of Aldermen as follows:

“In a second residence district a garage containing space for more than four automobiles may be established, erected or enlarged, if no repair facilities are maintained, and provided that before permit for such garage is issued by the Board of Public

Service there be on file with the said Board of Public Service the written consent of the owners of seventy-five per cent of (a) the property within the block where it is proposed to establish, erect or enlarge such garage; (b) any other property within two hundred feet of the proposed establishment and not separated therefrom by a street; and (c) any property within one hundred feet of a point on the opposite side of the street where an entrance to such garage exists; provided, however, that no part of said garage shall be within seventy-five feet of any street line. In computing the area of consents required under this regulation so much of the property as is used as garages or stables shall be counted as consenting.

"In a commercial district a garage containing space for more than four automobiles may be established, erected or enlarged, provided that before permit for such garage is issued by the Board of Public Service there be on file with said Board of Public Service the written consent of the owners of seventy-five per cent of (a) the property within the block where it is proposed to establish, erect or enlarge such garage; or (b) any other property within two hundred feet of the proposed establishment and not separated therefrom by a street. In computing the area of consents required under this regulation so much of the property as is used as garages or stables shall be counted as consenting."

During the year the one case of litigation that has arisen under the zoning ordinance, wherein the City of St. Louis excluded the establishment of a junk yard in industrial districts, engaged the attention of the Missouri Supreme Court, and Division No. 2 of this Court rendered an opinion to the effect that the City of St. Louis was without authority to enact a measure of prohibition of this character.

Immediately following the publication of this decision, steps were initiated looking toward a transfer of the case to the full court. Many cities, including Kansas City, Richmond Heights and University City, as well as a number of local organizations, entered the case and prepared briefs to support the City's position. Due to the widespread interest in the questions involved, Division No. 2 granted the motion of the City of St. Louis for a transfer of the case to the full court. The case was reargued on May 1, 1922, and present in support of the City were counsel from Kansas City, Richmond Heights, University City, St. Louis Chamber of Commerce and the North St. Louis Business Men's Association.

MISCELLANEOUS ACTIVITIES.

During the year the office has undertaken numerous studies of special subjects for use in connection with the preparation of the comprehensive plan. One of these is a series of maps pertaining to the history of land subdivision. An exhaustive report on depreciation of land values and usefulness has been prepared.

Considerable time was given to the question of possible location

of a U. S. Hospital for disabled soldiers in co-operation with the Chamber of Commerce. Decision has recently been made to locate this hospital at Jefferson Barracks in connection with which these studies were made.

A number of studies and maps have been prepared for what might be termed the St. Louis Metropolitan District. These include use of property, main highways, and the preparation of a new map of the entire district of scale of 1 inch = 1 mile, including an area of 900 square miles.

In addition to the studies here mentioned, a great deal of study has been given to the transportation problems of the Metropolitan District, conclusions concerning which it is expected will be reached and published within the year.

CHANGES IN ORGANIZATION.

During the year the appointments of several members of the Commission expired, and new members were also named to fill existing vacancies. The changes in the personnel of the Commission are as follows:

Commissioners E. J. Russell and J. A. Ockerson, whose terms expired on June 1, 1921, were reappointed for the terms ending on June 1, 1925.

On June 6, 1921, Commissioner Cunliff resigned to accept appointment as Director of Public Welfare. Mr. Charles M. Talbert was appointed to fill this vacancy on June 14, 1921, for a term expiring June 1, 1923.

On May 1, 1921, Mr. Clinton H. Fisk was appointed Director of Streets and Sewers, thus becoming member ex-officio of the Commission.

On June 14, 1921, Mr. Ben S. Cornwell was appointed for the term expiring June 1, 1925, to fill the vacancy caused by the resignation of Mr. E. D. Smith the previous year.

The term of Mr. J. W. Williams expired on June 1, 1921, and Mr. Charles J. Eisenring was appointed to this membership for the term ending June 1, 1925.

FINANCIAL STATEMENT.

Account	Appropriations	Expended	Balance
5A1A Salaries	\$18,170.00	\$18,164.78	\$ 5.22
5A2A Record Books and Forms.....	250.00	71.25	178.75
5A2B Printed Formal Reports.....	*2,000.00		
5A2C Other Stationery.....	150.00	81.97	68.03
5A2J Postage	300.00	70.00	230.00
5A2K Other Office Expenses	*430.00	323.03	106.97
5A7R Surveying and Drafting Supplies.....	200.00	152.04	47.96
5A16B Office Furniture and Fixtures.....	100.00	9.00	91.00
5A3A Car Fare	20.00	7.00	13.00
			\$ 740.93
For sale of maps and zone maps.....			28.16
Total.....			\$ 769.09

* Transfers.

APPENDIX

ADOPTED REGULATIONS CONCERNING THE SUBDIVISION OF LAND.

CITY PLAN COMMISSION, NOVEMBER 16, 1921.

1. No allotment or subdivision will be approved unless it is possible, without unreasonable delay, to supply proper water and sewerage facilities.

When proper outlet for sewers is available and the necessary sewers can be constructed by the owner under private contract, the work shall be done at once in accordance with plans approved by the Board of Public Service and under the supervision of the proper city department, and the sewers will be accepted as a part of the permanent sewer system of the city.

When such private construction is impracticable, the owner shall petition the city, in behalf of all the property in the subdivision, to construct the necessary District Sewers and Joint District Sewers if the latter should be required.

2. PRELIMINARY PLAN.

In seeking to dedicate streets, alleys or other lands for public use and to subdivide land into building lots, the owner shall submit four copies of a preliminary plan to the Board of Public Service, which plan shall first receive the approval of the Board of Public Service before submission of final plan. The preliminary plan shall be drawn to a scale of 50 feet to the inch and shall show:

- (a) Contour intervals of not less than three feet.
- (b) The location of property lines, buildings, water courses and other existing features.
- (c) The proposed location and width of streets, alleys, lots and building lines.
- (d) The title under which the proposed subdivision is to be recorded with the name of the allotter.
- (e) The names of all adjoining allotments and street locations.
- (f) The location and size of existing sewers and water mains.
- (g) The number of city block or out lot shall be shown. See Ordinance 30996.

The approval of the preliminary plan does not constitute an acceptance of the subdivision.

3. FINAL PLAN.

One tracing and three blue prints of the final plan shall be submitted to the Board of Public Service, which plan shall be made from an accurate survey drawn to a scale of 50 feet to the inch.

4. THE FINAL PLAN SHALL SHOW:

- (a) The boundaries of the property; the lines of all proposed streets and alleys, and any other parcels of land intended to be dedicated for the public use. It shall show the lines of all adjoining properties, the lines of all adjacent streets and alleys with their names.

(b) All lot lines shall be shown and lots and blocks numbered. Building lines and easements shall be shown and determined by measurements. All streets shall be named and in the case of branching streets, the line of departure from one street to another shall be indicated.

(c) All the necessary dimensions, both linear and angular, shall be shown. The linear dimensions shall be expressed in feet and decimals of a foot. The description and location of all monuments shall be shown.

(d) Profile shall be shown of all streets and alleys (at 40 feet horizontal scale and six feet vertical scale recommended). Streets shall insofar as possible conform to the contours to avoid grades in excess of 3 per cent.

5. LARGE ALLOTMENTS.

Where the parcel is subdivided into larger tracts than for building lots, such parcels shall be divided so as to allow for ultimate location of streets and the extension of adjacent principal streets.

6. RULES FOR STREET WIDTHS, ETC.

(a) The minimum width for any street shall be 50 feet. When adjoining undeveloped property a half street may be dedicated.

(b) The minimum width of any alley shall be 20 feet. Except that where both sides abut residential property a 15-foot alley may be used with an easement and building line on both sides thereof at least $2\frac{1}{2}$ feet and a 5-foot cut-off at all acute corners.

(c) Where alleys are not provided easements of not less than 4 feet in width shall be provided on each side of all rear lot lines, and on side lines where necessary, for poles, wires, conduits, storm and sanitary sewers, gas, water and heat mains. Easements of greater width may be required along the lines of or across lots where necessary for the extension of main sewers and similar purposes.

(d) The minimum dimensions for lots of the usual rectangular shape in residential districts shall be 35 feet wide and 100 feet deep, except for special reasons. Where irregular-shaped lots are used, they shall have an area not less than 3,500 square feet. In all rectangular lots, and so far as possible for all other lots, the side lines shall be at right angles to the street on which the lot faces.

(e) No block shall be longer than 1,000 feet between street lines. Blocks over 750 feet in length shall have one cross walk not less than 10 feet in width, situated near the center of the block.

(f) Where it is desired to subdivide a parcel of land in which the size or position does not permit an allotment directly related to a normal street arrangement, there may be established a "Place." Such a place may be in the form of a court, a non-connecting street or other arrangement, provided, however, that proper access shall be given to all of the lots from a dedicated place (street or court) and the minimum size of each allotment

shall be permanently established so as to assure a building arrangement commensurate with the foregoing requirements for normal allotments.

7. BUILDING LINES.

Building restriction lines shall be established on all lots intended for residential use of any character and shall not be less than 40 feet from the center of the street upon which the lot faces.

8. RELATION TO ADJOINING STREET SYSTEM.

The arrangement of streets in new subdivision shall make provision for the direct continuation of the principal existing streets in adjoining allotments (or their proper projection where adjoining property is not subdivided) insofar as they may be necessary for public requirements. In general such streets shall be of a width at least as great as the existing streets. The street and alley arrangement must also be such as to provide opportunity for access and use by adjoining property owners.

9. GRADING OF STREETS, ETC.

All streets and alleys and other areas to be devoted to public use shall be graded to approved grades and all provisions of Section 1 of these rules complied with before the final approval of the plat, unless an extension of time shall be granted where compliance shall have been assured by adequate bond. The amount of bond and time of completion shall be determined by the Board of Public Service.

10. PARKS, SCHOOL SITES, ETC.

In subdividing property, due consideration should be given to the dedication of suitable property for sites for schools, parks and playgrounds. Such provision should be indicated on the preliminary plan in order that it may be determined when and in what manner such parks and playgrounds will be received for dedication by the city.

11. DEED OF DEDICATION.

There shall be a dedication conveying to the City of St. Louis an easement or fee for the public use stated free and clear and clear of all encumbrances. Such deed of dedication shall include the following:

- (a) The conveyance of the fee.
- (b) A waiver of the claims for all damages occasioned by the establishment of grades as approved, or the alteration of the surface of any portion of the streets and alleys dedicated to conform to the grade so established.
- (c) A recital of the building line restrictions and the classification of the property by the Zoning Law.

Building line restrictions for residential property shall provide that all enclosed portions of any and all buildings shall be set back from the street property line a distance at least equal to the minimum required hereinbefore.

Wherever property is subdivided with the intention that it shall have a use higher than that designated on the Zone Plan, such use shall be stated and the building lines and other rules affecting such

higher use shall be shown and noted on the plat. Such designation shall also constitute a petition to the city to change the use designation for such property on the Zone Plan.

12. CERTIFICATE OF TITLE.

The final plat shall be accompanied by a certificate of title showing the ownership of all property to be dedicated to the city.

13. GENERAL.

The Board of Public Service shall be the judge in all cases in the application of all of the above rules and particularly where the extent of "necessary" public or private requirements is in question.

